*April-May 1971*

# EMO

*Emerging Concepts in CEM*

*Disaster Decisions and the Mayor*

*Austria's Civil Defence {Part II}*

CANADA EMERGENCY MEASURES ORGANIZATION

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# NATIONAL DIGEST

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# "EMERGING CONCEPTS IN CIVIL EMERGENCY MEASURES"

*An address by C. R. Patterson,*
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*Canada Emergency Measures Organization*
*to the*
*Alberta Emergency Measures Organization Municipal Conference*
*at Calgary, Alberta, February 1971*

What does the term "emergency measures" mean to you? This may seem a singular question at a meeting of people dedicated to the purpose, or employed in effecting emergency measures programs. However, people are asking themselves the same question with respect to such matters as "What does social welfare mean to me?" or morality, or law and order. I would like to take a few moments of your time this morning to look at where we are, what we have been doing, what changes are developing in emergency measures programs generally and what will be the shape of the future.

We have been examining in Ottawa recently the Program Forecast for the Canada Emergency Measures Organization. As you are well aware, we have been active in the development of a national response to a possible war emergency, in the federal response to the whole spectrum of emergencies and in helping to develop mutually with municipal and provincial authorities, a response capability for day-to-day emergency or disaster situations that makes the best use of the resource available. In looking at our mutual programs, the key word in emergency measures is "coordination", coordination in the development of plans for the use of resources and of people to best respond to the extraordinary situation. It involves the development of a state of readiness with which to meet the unexpected, or the unusual, and it makes it incumbent upon us to be a repository of information and a centre of communication to ensure a capacity for rapid emergency response.

I have introduced the magic twentieth century word "communication" into this discussion of Emergency Measures. One of your Calgary residents wrote to me recently and made the following observation which I feel is well worth repeating here, and well worth our consideration as we continue to develop our emergency response capability at various levels of government:

> "The basic purpose of EMO is to establish a communication system that is operational in all circumstances. This is how authority at the top is transmitted into action at the scene, and how feedback from the scene initiates and modifies the planning function. I suggest that this is a ready-made organization that would enable field reports to pass through all levels of government irrespective of existing hierarchies. In other words, every member of EMO should report through EMO any local situation that seems to threaten one of the aims of Canada's national policy. These reports should be collected, correlated, and reviewed at a level that can initiate corrective action, if such is considered necessary. In any case, the disposition of each report should be reported back to the originator."

Let us return to the title of today's discussion for a moment. The first word therein is "emerging". I used this word with a definite purpose. From time to time, as we modify our programs to meet with economic pressures, international political implications, public demand and so forth, old thoughts and old ideas seem to recur and recur. In fact, some people have accused me of re-inventing the wheel as I discuss or propound a type of response which we should have to a particular situation. I would hope, however, that rather than re-inventing the wheel, what planners in civil emergency measures are doing today, is applying basic principles in new forms to meet increasing emerging problems of today's social and physical environment. If this is being done effectively, the result should be emerging concepts.

Thus far I have mentioned a little of Canada EMO's program and general Emergency Measure philosophy. Let us pause for a moment to see what is happening elsewhere, in the field of emergency preparations. You will all remember that, back in the late 60's, Emergency Measures people were startled to find that the Civil Defence Corps and the Auxiliary Fire Services in the United Kingdom had been disbanded, that their emergency preparations for war had been placed on a "care and maintenance" basis and that their response to civil peacetime disasters was not considered a very significant reason for the stimulation of extensive planning in the civil defence field.

Since that time, the concept of response to the whole range of emergencies has been adopted by the British Government to the extent that national emergency situations are considered by an emergency committee of government. Headed by the Permanent Secretary of the Home Office, who is the person responsible for civil emergency measures as we know them, this committee is intrinsically involved in the consideration with other officials in the total implications to national government of emergencies ranging from such things as the flooding of the Thames, to striking garbage collectors.

Our neighbours to the south are developing an increasingly high degree of awareness of emergency problems and emergency response and in some states are developing civil defence training programs in the schools. Indeed, in our own country, Metropolitan Winnipeg has a civil defence education program within its school system. But back to the United States. What started out to be a response to the implications of war on North America, has now expanded to the point that emergency activities carried out by the Office of Emergency Preparedness and the Office of Civil Defense in connection with hurricanes such as Camille involved everything from debris clearance, emergency public health measures, treatment of the injured and emergency welfare services, through such complex situations as the provision of post-disaster employment, the redevelopment of local businesses and industries, and provision of credit to the victims with respect to their immediate needs. These two agencies are also involved in the development of new homes and the financing of commercial activities, community problems such as the redevelopment of power, water and sanitary systems. In other words, what is happening is an immense focusing of federal, state and municipal resources into an extraordinary capability to meet disaster situations.

The implications of day-to-day emergency problems have become the subject of discussions within the NATO Alliance and, among many other features, the problems of response to the ravages of floods and earthquakes are being studied by the NATO Committee on Challenges to Modern Society on a completely international basis with the idea of determining the best possible approach to the handling of the total emergency in such contingencies.

In our country, as arrangements are being made for the development of the Department of Fisheries and Forestry and other associated government agencies into the Department of the Environment, we are involved. Discussions have taken place at Ottawa with respect to the general federal coordinating responses of our Emergency Measures Organization in association with the sudden massive problems of pollution that may be faced by this agency. This, of course, parallels similar problems at the municipal and the provincial level.

Even the redevelopment of the organization of government has its implications with respect to the form of emergency preparations. In the province of Saskatchewan, the Emergency Measures Organizations there have been realigned into two groups—first, the large individual communities and second, the 13 administrative areas which are the focus of provincial and municipal administration there. The same situation, in general, applies to New Brunswick in response to its recent changes in municipal/provincial arrangements.

So you see, civil emergency planning has new concepts of response, new concepts of responsibilities, new concepts of organization, new concepts of public participation, new concepts of degree of coordination as illustrated in these few specific examples which I have outlined.

When I came to the Emergency Measures Organization in 1965, I was advised that one of my biggest problems would be general apathy to contingency planning. I was never convinced that the apathy was ever as great as was indicated to me at that time. I found that public evidence of interest was somewhat dormant but still alive. Since that time, as needs for leadership developed with the growing complexities of day-to-day life, there has been an overwhelming increase in the amount of contingency planning taking place. I suppose that this is natural in view of the fact that our population continues to increase and continues to live together in more and more sophisticated and hence more and more vulnerable physical and social relationships. Industrial development has increased, not only in response to population increases but, almost geometrically, in response to all the vectors, such as technological advances, general wealth and the impact of modern communications. When I joined the Government Service just over two decades ago, it used to take me more than two days to go from Calgary to Ottawa. It is feasible today to leave Ottawa, arrive in Calgary, make a presentation such as this, and return to Ottawa in the same day. Combine today's possibilities of impact of individual upon individual, of individuals on resources and resources on individuals with the implications of high-speed massive transportation accidents, with respect both to individuals and resources, and you can obtain some idea of the magnitude of the increase in potential emergency situations in the past twenty-five years. This growth is directly related to today's interest in emergency planning.

Certainly this has had a tremendous implication with respect to the environment in which we live. We are becoming aware more and more of the problems, the rate of their growth and the possibility of their irreversibility if allowed to get out of hand. We have seen the difficulties involved in the sinking of a tanker filled with bunker "C" oil in frigid eastern waters when we contemplate the activities that followed the sinking of the Arrow in Chedabucto Bay in Nova Scotia. This constituted a threat to the tourist industry by the pollution of the beaches with oil, to the fishing industry with respect to the damage to fishermen's nets, to sources of clean water for fish processing plants and to the ecology of the ocean itself. The eventual action that took place using the resources such as those of the Department of Transport, the Canadian Forces, the departments of the Government of Nova Scotia and the Nova Scotia Emergency Measures Organization with its expediting role, was an excellent example of how a coordinated response is essential to the effective handling of an emergency situation.

The subsequent sinking of an oil barge, the Irving Whale off the coast of Prince Edward Island, was responded to rapidly and effectively as a result of contingency plans based upon the lessons learned from the

Arrow disaster. We can all assume that we will have sudden accidents or pollution crises thrust upon us from time to time and we must contemplate these in the development of emergency plans to meet these threats.

If, on the first occasion that I spoke to this audience, I had mentioned the possibility of civil emergency arrangements for civil unrest, I expect that my observations would have been met with at least mild surprise and, more probably, with the accusation of witch-hunting. The events of the past few months, however, have indicated that the growing civil unrest that exists throughout the world is also extant in Canada. When considering the range of problems which may arise as a result of civil unrest, one must consider how one can best employ one's manpower and resources in the emergency for the protection of the people, their property, their services and their systems of law and order.

So far, I have been talking to you almost exclusively about the internal threats to which emergency measures should respond. What we must not do, however, in our enthusiasm for dealing with the more apparent problems that surround everyday life in the 70's, is to mask the military threat which our organizations were originally developed to counteract. While the strategy of deterrence has continued to operate successfully under the circumstances that have existed since the development of the U.S.S.R. as a nuclear power, nevertheless, a virtually unimaginable capacity for destruction hangs constantly in the balance. Should these forces be unleashed, the welfare, indeed the salvation, of many hundreds of thousands of Canadians and the subsequent shape of the day-to-day activity of this nation would depend directly upon the effectiveness of our planning and other preparations to meet the exigencies of nuclear warfare. It is true that in preparing an emergency response to day-to-day problems we increase our credibility in the public eye and our effectiveness in toto. The informed planner knows, however, that exigency plans which ignore the far end of the emergency spectrum, namely nuclear war affecting Canada, are not honestly responding to this greatest potential hazard.

You should probably, at this point, pose to me the very legitimate question "what action does, or can, the federal government take to support provincial or municipal Emergency Measures development?" Despite uninformed comments to the contrary, there is a significant continuing contribution in equipment, in on-going systems and in financial support of provincial-municipal arrangements. In the field of health alone, and Alberta is to be congratulated on its outstanding participation in the Emergency Health Program, the federal government has been able to deploy 17 emergency hospitals, 18 Advance Treatment Centres, 27 Casualty Collection Units and 295 Hospital Disaster Supply Units. As some slight indication of the magnitude of this capacity, this involves 3,400 hospital beds with complete hospital arrangements for 17 emergency hospitals. It also means that 95 hospitals in the Province of Alberta have developed emergency plans for disaster and have been issued with emergency supplies to reinforce these plans.

In the Province of Alberta, again, through federal/provincial cooperation, there exists a capacity for carrying on federal/provincial emergency government at the regional level and zonal control at three protected headquarters, one for each of the major zones in the Province. Necessary communications are installed in these centres.

In similar vein, though further removed from you, significant steps have been taken to provide interim Regional Emergency Government Headquarters in Newfoundland, Prince Edward Island and New Brunswick, provinces which until 1968 did not have any real capacity in this field.

The Canada Emergency Measures Organization, as the core of national preparedness for a war emergency, in consultation with other federal government agencies, develops an annual threat picture, including the implications of both the internal and external threats. From this focus emanates the National Survival and Recovery program.

You are all aware of the Municipal Planning Guide. We, in Ottawa, are presently engaged in re-writing this guide, not only with the purpose of making our total war planning more up to date and effective, but also with the purpose of making suggestions for peacetime emergency planning in order to assist government leadership groups in all municipalities.

There are people here today who have recently attended our leadership course for Mayors and Elected Officials, which we hold on several occasions each year, with the purpose of indicating the potential management responsibilities of elected officials in disaster situations. These courses, they are almost seminars, I consider to be one of the most important, if not the most important course in the federal training calendar. This course allows presentation, analysis and exchange of problems which will occur should disaster strike or threaten and it centers on the front of the stage discussions of actions which mayors, councillors and managers will be required to consider. At the same time it allows you, the local representatives who must lead in disaster, to guide us in developing an effective response capability.

In your own province, we have supplied technical information with respect to the community Fallout Shelter Planning Study that you carried out in Lethbridge. We have had a contractor do a similar study in the City of Granby, Quebec, and at the present time a like project covering both a city and the rural community about it, is being carried out in Kingston, Ontario.

The Fallout Shelter Study that we completed some year and a half ago is being up-dated on an annual basis. Some provinces have already used this for the

partial development of their own community shelter plans.

Regional Directors of the Canada Emergency Measures Organization have been responsible in the past year in three provinces for coordinating not only the federal response to flood disaster situations, but also have chaired subsequent meetings during which discussions took place concerning the assessment and sharing of flood damage costs. As you are probably aware, the federal government has made contributions in connection with these damages on a shared basis with these three provinces.

I feel too, that we, the public sometimes fail to remember that there is still in active and continuing existence an Emergency Broadcasting System, an Emergency Attack Warning System and a Canada-wide Emergency Government Communications System. The Department of National Health and Welfare continues to maintain emergency clothing stockpiles, the Health aspect of the Department of National Health and Welfare maintains and deploys as requested to, some 200 emergency hospitals in addition to its Advance Treatment Centres, Casualty Collecting Units and Hospital Disaster Supplies, as well as providing a planning and consulting service with respect to Emergency Health problems.

I doubt if I need to go further to indicate the real interest and effort that continues to be displayed federally in maintaining a developing emergency capacity across Canada.

Well, where do you and I stand with respect to these emerging concepts as we try to relate our existing resources of manpower and supplies to them. One of the first thoughts I would like to put forward is that emergency planning is best effected if it plans, first of all, to prevent the emergency. Then, if it cannot prevent it, it should endeavour to mitigate the effects of the emergency. Finally, if this cannot be effected, its endeavour should be to have a credible response to react to the full implication of the emergency.

Furthermore, we must do our planning in the full knowledge that we are in the midst of population shifts, technical advances, communications developments, transportation changes, increased social awareness and competition for resources of money, equipment and manpower. All of these will have an impact on why and how we make our preparations.

Ultimately, however, any significant action that affects directly the welfare of the individual takes place at the municipal level. The effectiveness of any emergency measures in your community will depend on commitment by management to ensure effecting whatever plan is decided upon. Once this has been done, you can help your local coordinator a great deal in his problem which, like the problem of the industrial manager, is to gain the confidence of your council and of your service heads to the point that his advice is called upon and that he receives questions from elected and appointed officials rather than having to insinuate himself into their activities.

You can appreciate better than anyone else I expect, the problems that are emerging in your community. However, you are not alone in developing your plans had preparations. Your provincial EMO is always at hand to help with advice concerning and support for your program. They, in turn, are backed up by the Canada Emergency Measures Organization which, in addition to the other functions I have mentioned, continues to carry on an on-going research and study program and continues to search out the best information which comes from our association with our British, American and NATO confreres. We are prepared to send out trouble-shooting teams to go to provinces or municipalities to assist in planning problems or in actual operational problems. It is our our purpose to stimulate, initiate and support civil emergency planning in Canada.

May I wish you good fortune in the planning endeavours which you will be carrying out in 1971 and also the satisfaction which comes from having developed or having extended the capacity of your community to respond to the widening range of emergencies with which we can be faced.▲

# DISASTERS DECISIONS AND THE MAYOR

*by*

*Burke Stannard**

*The following is the text of an address presented to the Conference of Mayors and Elected Officials in November 1970. The four-day English and French language conferences are conducted annually by the Canada Emergency Measures Organization at the Canadian Emergency Measures College, Arnprior, Ontario for civic officials from all parts of Canada. Following the original presentation Mr. Stannard accepted an invitation to deliver the same talk at the Alberta Emergency Measures Organization annual meeting in Calgary early in February, 1971.*

Ladies and gentlemen—they say never to open a talk with an apology. Nevertheless, I will admit at the start that when I am with a group of mayors I do feel a bit deficient in speaking ability. But I do have some things to say to you. I have some notes on these cards and we will chat about them for a while and maybe have a question session. Please forgive me if I stumble around a bit, get off the track and tell the odd story. Much of what I have to say is serious but I find it difficult myself to endure a long serious talk. So we'll lighten it up with some not-so-serious portions.

It seemed to me that people might be interested in a bit of the sociological and anthropological background about the mayor—how his role originated and what he really is. So last year when I first spoke to a mayors' group I did some reading and became a short-course expert in the field of sociology. Of course, I found first of all, that sociologists have a language all of their own —mostly jargon. It is sometimes very difficult to punch through all the wordage to get the meaning. I think that most of you mayors may have run into the same problem with your own municipal experts.

However, when I was doing my reference digging, I did find an antidote to jargon. In our reference library I found the "Dictionary of Unconventional English": edited by Eric Partridge. This dictionary contains all the cuss words and impolite phrases that have ever been introduced into the English language. It even shows those which you can be sued for using—at least in English law. I brought the book with me last year but left it at home today. Last year after the talk there were sixteen requests for copies of the book and only two for my notes. I would suggest that Partridge provides the mayor with a suitable response when he is confronted with quantized cost deficiencies, linear aggressions and such like. When he is not quite sure what the other fellow is talking about he can accuse him of "firkydoodling" or some other delightful term from Partridge.

But to turn to more serious points—as a mayor you fill a command role. You occupy a position of authority. How did this come about? If you go back into early history and our first knowledge of human development you will find that the first leadership role was a sexual role. Leadership rested with the patriarch—the leader of the clan—the owner of the harem. This is a role which most mayors have vacated.

Among the references I did find a very interesting book written in 1878 by Sir Henry Summer Maine. His book is titled "The Early History of Institutions." Maine says that the basic units of leadership grew from kinship. The kin—or clan—who all came from one paternal ancestor worked and lived together and all non-kin were usually enemies.

How about the origin of the name—"mayor"? In Latin it's "major". In French it's "maire". And literally it means the boss—the big cheese—the person in command.

Shortly after the fall of the Roman empire the Frankish court had five mayors. These were the mayor of the palace, the mayor of the treasury, the mayor of the horse, the mayor of the wine cellar and the mayor of the bed-chamber. Note this early association with money, women, liquor and horses.

As primitive society developed herds of domesticated animals, pasture plots and farm lands, the people became property conscious and brute force began to play a lesser role. Intelligence and experience—wisdom if you wish—became of greater importance. Gradually leadership became centered about the property role. Leadership became more closely associated with geographical areas and community cities.

Maine has some excellent sections on the property role in leadership. Early agriculture gave rise to property and village communities and manors appeared. Common territory substituted for common family. Kinship was the first bond and property was the final bond. As leadership became more closely associated with common property and the involvement of laws and regulations for the protection of property as well as the protection of life, it became apparant that leadership was accompanied by quite a few opportunities for the acquisition of personal wealth. Eventually personal


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wealth became a principal condition for the chief to maintain his authority. From this grew the nobility and kingdoms. There were in fact several mayors in early European history who decided that they really preferred to be kings. Pippin the Third of Austria started out as a mayor and took over. Today, personal wealth is still associated with leadership as a cause or as a result, but to much lesser degree.

There is another bit of interesting background. Many of our customs come from Celtic society. In pre-Roman days Celtic society was well established in the British Isles and parts of Europe. The Celtic organization was quite complex and there were many many laws and rules. Probably the first Emergency Measures regulations were the Celtic Laws of Distress. The laws were never put into written form and were preserved in the form of crude verse or rhythmic prose and were memorized by officials. Their leader was not the mayor but rather the Chief Magistrate—a term still in use today. Each Chief Magistrate knew the rules and laws by heart and each successive incumbent added a few new sections of his own. Imagine having to memorize the Ontario Municipal Act. Each Celtic Chief Magistrate had one day in each year on which he pronounced his judgements and edicts. These, in the Celtic language were known as "dooms". And the day of pronouncement became known as "doomsday". I guess it's still doomsday when the mayor announces the new mill rate. Maine says that the dooms were never particularly popular—a typical understatement.

As urban life gradually became more and more complex the mayor's role evolved to its present state. The underlying basis of leadership however remains largely unaltered.

We have covered a lot of territory with that short statement. Complexity has brought about decentralization, specialized departments and dispersed authority. In some cases the authority has been too widely dispersed. Later on we will talk about what happens when disaster strikes your community and its social organization gets set back literally and figuratively to more fundamental and basic principles. At these times the mayor's mantle of leadership rests even more firmly upon him as dispersed authority suddenly returns.

The question of whether today's set up has too much delegation of authority is difficult to answer. In order to do a complex job in modern urban society with all sorts of specialized tasks and roles we do need dispersed responsibility and dispersed authority and a lot of expertise which can't be shared all the way up. But I would say that there has been too much dispersion if top management is incapable of taking back control in an emergency. If, when an abnormal situation hits you, you find that your top management knows little about how things are run, then there is real cause for concern. This is the situation which you must avoid.

There are many top managements in government today who have a real need for Partridge's dictionary to answer their middle management specialists. Some top managements are not at all sure what middle management is saying. There is so much technical terminology, so much technical jargon and so many specialized techniques that top management is apt to be swayed by the magic of words rather than by logic and understanding. And those magic words may be just as phony as the King's magic clothes—remember? If top management doesn't understand, their emergency capabilities may be very limited. You may think that this is all right if the mayor is only a figurehead. I don't know how each one of you runs your own show but it is my impression that in Canada most mayors are real leaders rather than political figureheads. Lack of understanding can be a handicap when you are the top authority in fact as well as in title. It can even be a handicap when you are only a titular leader with no real power. Let me explain.

Last week I attended an emergency operations simulation exercise in the United States. This simulation was of the decision making at the municipal level in the face of a major disaster. The mayor was not there and I asked why. The city manager was of course very much in evidence. I was told: "Oh, he's only a figurehead—a political appointment. Nobody worries about the mayor —it's the city manager who has all the power". But even a figurehead mayor is the emotional leader of the city and to the average citizen who may be frightened he is the ultimate authority. There was no figurehead of authority at that simulation. The emotional leader was absent. I do suggest that if a real catastrophe hit that city and the figurehead mayor had a strong personality he would be right back in the command role. The fact that he hadn't attended the emergency operations simulation and was ignorant of how his city was really run might cause the whole city to suffer. So please be capable of taking back the full command and running the show. Later I will give you substantiation for the fact that in an emergency the command role comes right back to you no matter how you may feel about it. You just can't avoid it. Don't think that you can say that you didn't run to be mayor to get sued for some stupid blunder made during an emergency. You can't say: "No sir, just count me out". In an emergency, if you refuse the mantle of authority there will be an authority vacuum and lives and property may be lost as a result of your deficiency. Who says so? Let me tell you a bit about the Ohio State Disaster Research Center.

The Ohio State University has a group in their sociology department who do nothing but study what happens to social organization under severe stress. The researchers are headed by Dr. Henry Quarantelli and Dr. Russell Dynes. They have a total staff of about twenty.

In recent years, as urban life becomes more complex there are more and more problems which unattended lead to emergency situations. We have always had hurricanes and earthquakes but we weren't always so vulnerable to them. Our forebears could snuggle up in

their cabins and weather almost any storm without much worry. But today the loss of electric power can make many homes uninhabitable. The loss of surface transport results in critical food shortages in a matter of a few days. In today's society we are more dependent upon each other and a host of services. We bump into each other more frequently too; there's more toxic industry; there's more smog: there's more of everything and everybody and planners are beginning to worry. It's best to know exactly what does and could happen under abnormal conditions.

The group at Ohio State was one of the first to start making observations and to study how disaster affects modern society. When any event happens which in their opinion qualifies as a real or potential disaster they have a trained researcher on the spot in a matter of hours. He doesn't take part in rescue or recovery operations. He observes and quietly makes notes on all the effects. What happens to decision making, what happens to organization, what happens to authority patterns, what happens to all aspects of our complex social organization. Some of the Disaster Research Center findings and conclusions have been most illuminating and it was decided some years ago to finance a postgraduate fellowship at the Disaster Research Center. This fellowship is open to Canadians properly qualified in social science. The fellowship is normally held for four years and at the end of that time the individual, in addition to academic depth of knowledge has a practical first hand understanding of what happens in disasters.

Quarantelli, the head of the Disaster Center says: "The mayor is the emotional leader of the community. He cannot escape the leadership role in an emergency". The DRC reports give a number of instances where the mayor has refused to accept leadership. They give, in some detail, the resulting confusion and uncertainty. In one mid-western city the mayor was absent when a serious flood threat became known: the acting mayor, acting with council, could have assumed authority but neither he nor the council ever assumed executive command of the situation. Thus there was an executive authority vacuum as the various departments of the city prepared to meet the impending flood. Partial executive authority finally came to reside in the office of the city engineer and although the boundaries of legitimate jurisdiction were questioned at times, remained there until the mayor returned several days later.

Another report dealing with a Texas tornado, tells how the mayor abdicated his position of authority during the early part of the emergency period. This was the mayor who reportedly said: "I didn't run for office just to get involved in a mess like this".

In 1967 a western U.S. city had a serious flood. The mayor was reluctant to assume authority or to establish any sort of operations center. As an official later reported: "Little coordination between the many headquarters existed at first. Red Cross and other representatives seeking someone in command found nowhere to report." The chief of police put it more graphically: "For the first twenty four hours we went around in circles in one direction and for the next twenty four hours we went around in circles in the other direction." The mayor later explained that he had not known that as chief city official he was required to take charge. Realizing that there were, in his words, better qualified people to take over, he had side-stepped his responsibility. However, when the military insisted that they could only act on the official request of the city, the mayor reluctantly resumed authority.

So there you are. You have no choice. If you sought the role of the leader of the community you are, in the minds of the citizens, the protector of life and property when disaster strikes. Don't fight it. If you don't like it, resign or else hope that you are lucky and don't have a disaster during your term. I will deal with that point later. What are the odds that your city won't have a disaster during your term? But before we proceed to that point let me sum up in the form of a conclusion . . . The mayor can never avoid his central role in any disaster. If he avoids authority or is unprepared, and remember that word "unprepared" a number of problems arise including loss of life and property. Let there be no misunderstanding — you can never deputize when things get tough.

One of Quarantelli's most interesting findings is that it is the legal question that frightens most mayors and makes them attempt to duck their social obligation. The mayor is afraid that he may be held personally liable for any actions taken. He doesn't want to get involved in litigation — as some mayors actually have. So that brings us to step two on that little list of things that you really should do. Having decided that you are stuck with the job of being the leader in an emergency, how about having a look at your legal position.

Last year when I spoke to this course I blithely assured the group that in Ontario at least, the mayor's responsibilities were well covered under Sections 211 and 213 of the Municipal Act. I was repeating something that had been said to me by a municipal officer. However, I have found that it doesn't always pay just to take people's word for things. This time I had more time to prepare my notes and I decided to read the Ontario Act. When I finished I decided that if I were a mayor I sure wouldn't want to hang my hat on those sections. They seemed to say that the mayor is supposed to be a good fellow and lead city council. I decided to talk to someone with experience and went to visit Donald Hambling who is the legal adviser to the city of Ottawa.

Mr. Hambling and I had a gook look at the Ontario Municipal Act and also at the various provincial Emergency Measures Acts. The provincial acts all state that if the provincial Attorney General—or his equivalent—decides that a state of emergency exists anywhere in the province he may declare a state of emergency to exist. This declaration brings into effect certain emergency powers. But how long will it take

the Attorney General of Ontario, for example, to be aware that a state of emergency exists in the Thunder Bay area—to appraise it and to decide to make a declaration? The mayors of some places in western Ontario probably have never even met the Attorney General. I may be wrong but it seems to me that there is a communication and information gathering problem. I think that there is a period of from six to ten hours in which there could be vacuum of statutory authority. Under the Provincial Emergency Measures Act you as mayor would have no extraordinary powers because there would have been no official declaration of an emergency. And under the Municipal Act your powers would be rather inadequate—to say the least.

What should you do? Well in Ontario there is another section of the Municipal Act which says that each community may pass bylaws or prepare legislation dealing specifically with what they propose to do in the event of an emergency. Such legislation could be quite detailed in covering emergency authorities. This is Section 243—the "good government" section. It states that the elected representatives are responsible for preparing legislation governing the health and general well being of the community. A bylaw could state that in an emergency when no provincial declaration had been made, the mayor could, acting on behalf of the city, take action at his discretion.

The city of Ottawa has no such bylaw although Hambling has several times made recommendations for such legislation. The attitude seems to be that the federal government would keep things well in hand. But would they? Would there not be an unacceptable delay? There would be one devil of a time deciding who was obliged to take actions. By the very social instinct of the group the mantle of leadership and authority would come right back to His Worship—the Mayor. But there would be a period of hours in which all would be confusion and chaos in the organizational sense.

There is a particularly interesting point in the protection afforded the official by an existing bylaw. Without legal backing, the mayor avoids action because he fears that such action might ultimately involve him in a suit for damages arising from that action. I wonder if he ever worries about the possibility that there might be suit brought because of lack of action. However, if the bylaw I have suggested is passed, even although the courts subsequently overthrew it, any awards resulting from suits for damage would be made against the municipality and not against officials of that municipality.

These remarks apply only to Ontario and of course remember that I am not in any sense a legal authority. However, let me repeat my personal advice. If you accept the fact that in an emergency you will be forced by circumstances to take action, look to your legal authority for that action. Find out how it is invoked and whether there is not a period or a potential period of vacuum. I suspect that many Canadian cities could experience an authority vacuum of several hours. During this time people could die for lack of action. And I'm not talking about any nuclear war—I'm talking about emergencies that can, do and will happen.

Don Hambling also showed me an interesting booklet on riots. It is published by the National Institute of Municipal Legal Advisors and of course applies only to the U.S.A. Nevertheless there may be lessons in it for Canadians. The booklet deals with what can happen in the way of civil disorder, the legal responsibilities of the municipal authorities in dealing with it and the type of legislation that is needed. An interesting point brought out is that there are more damage suits brought for lack of actiôn than from action. In other words if you sit and do nothing while my house burns down or washes away or while my three children are killed in a riot I may decide that you were deficient in the exercising of your authority and bring suit for damages. And the courts may be sympathetic. So don't think that you can back out as some mayors have attempted to do. You are and must be responsible.

I said earlier that you could as one alternative just sit and hope that nothing serious would ever happen during your term as mayor. In some towns life does indeed seem very uneventful. I know that some of you could truthfully say that your town has never had an emergency. But don't bet your shirt on that always being the case. Statistically this would be extremely unlikely. Insurance companies have for years been calculating the odds for disaster and coming pretty close. Now some of our universities are getting interested in the odds for disaster in particular areas. Burton at the University of Toronto and an American by the name of Malone have used a statistical approach.

Burton examined the newspaper morgue for the Sarnia-London area in western Ontario. He found that approximately every thirty years that area has experienced something which would be classed as a disaster. I do not remember the exact level of loss of life or loss of property which he set as the beginning of the disaster level but I think it was in the order of twenty five deaths or several millions in loss of property. Malone has worked out more precise odds and has found that the periodicity of disastrous events in North American urban areas ranges from less than ten years to about twenty five years.

Burton's work has led him to suspect that society forgets very quickly—or possibly it is that people are very slow to profit by experience. A very large part of Canadian industry is located on property that is known to be subject to flooding. Land value seems to be more of a deciding factor than security from flooding. Industry says "Here's a piece of land we can get for a very low price and that river that runs through it hasn't flooded in the last twenty years". And then the next thing you know the taxpayer has to bail them out both literally and financially.

So let's face it—disasters do happen and your luck could run out. If you serve two four year terms in the

mayor's chair in any Canadian city I would say that the chances are about one in three or one in four that you will be faced with some situation in which you will wish to declare a state of emergency.

How about the future? You can be sure that things aren't going to get any easier. There are many types of natural disaster and presumably the frequency of these will remain about the same. But over the years we have become increasingly vulnerable in some ways. Great grand-dad could sit out the ice storm in his cosy cabin but his grand-children have a few more problems. Take away the electric power and the communications from a modern city and in a matter of hours you have an emergency with probable loss of life. It used to be that if the power went off you could at least stay warm in bed and find some way of passing the time. But this isn't the case under an electric blanket. As urban life becomes more and more complex and as we become more numerous and more squeezed together we will be hurt more easily. We will become less self sufficient and more dependent upon careful planning for our daily welfare.

And man made disasters are certainly going to increase. Industrially, we are dealing more and more with toxic compounds and processes. We are carrying dangerous materials by road and rail even by air. Sudden environmental disasters are becoming more frequent and more disturbing to society. And how about transportation? Most people travel by air in larger and larger aircraft. If 747s fly overhead there is a small but real possibility that one of them will come down in your front yard.

Social disorders can be disastrous too. I used to think of this country as a gentle realm where it was too cold to fight in winter and where everyone took vacations in the summer. There seemed little time, reason or inclination for major violence. Now I'm not so sure. I am very much afraid that social disorder is going to increase.

I intended to say at the beginning that this talk wasn't going to dwell on war risks and civil defence in the old sense. However, let me mention it once just briefly. A reputable study by the RAND Corporation placed the odds for a major war before the year 2000 to be about one to four—against the occurrence that is. But sometimes when the Israelis and the Arabs square off, when the Soviets put a major fleet into the Mediterranean and the NATO naval forces join them in the good old game of "chicken" I begin to wonder if the odds haven't gotten just a bit worse. I think that we have to assume that we will get the hell scared out of us regularly—every so often in the next few decades. And let's hope that that's all it is.

I think possibly you have gotten used to people waving the war threat under your nose and now it just turns you off. So let's not talk too much about war. Nuclear war would wreak devastation but natural disaster can be pretty cataclysmic too. On the screen there is now a picture of Hiroshima after the atomic weapon was exploded. Keep it in mind for a moment. Now look at Kuishi City after a major earthquake. For degree of devastation there isn't much to choose between the two. I am not suggesting that we forget civil defence. I'm only showing you that lesser disasters alone make emergency planning an absolute necessity.

My notes suggest that at this point I should run through a representative list of all the terrible events that could happen. Let's mention just a few. Fire, flood, earthquake, windstorm, snow or ice storms, snowslides, landslides, as well as plant, animal or human epidemics. Remember how cholera hit the news last year and remember our "foot and mouth" epidemic. That should be enough for the natural disaster list. Now for man made types. How about ship fires, air crashes, or rail crashes, bombs, riots, industrial accidents. I wonder how many of you know just how many dangerously toxic industrial processes you have in your cities. And how about rock festivals—our newest disaster. Some of you may class them along with major pollution accidents. There is no doubt that there is plenty of potential trouble for the poor old mayor.

So what are you going to do about it. As I said before—you have three choices. You can resign and get into some other less dangerous line of activity. You can sit in your office, cover your eyes and hope you're lucky. Or you can start planning and action.

I think planning is pretty important in making a good showing in tackling any complex problem. If you haven't done any planning and don't have any experience you have to "first play" everything. This seems to be a perennial bad habit in Canada. If you are an amateur carpenter did you ever notice that it's the first outhouse you build that has all the mistakes and time consuming blunders. If you have experience or a good plan based on other folks experience you can do a much better job in much less time.

I'm afraid we "first play" many of our disasters in Canada. We make no preparations, we do no planning. We extemporize and when we are suddenly confronted we play it the best we can. And when it's over we completely forget anything we learned. We say "Well, that won't happen again for thirty years or so and by then I'll be out of here—so why worry?" This isn't good enough. We can do better. As we become more and more crowded on this planet it's going to become difficult to maintain the blithe approach of unprepared ignorance.

Now, let's assume you have decided to plan and prepare for disaster. You have accepted the fact that you will not be able to avoid emergency leadership. I think that the next thing to do is to examine your legal position. Make sure that you are not hindered by the lack of proper legislation. Make sure that there will be no "authority vacuum".

Next since you won't have the time to do all the detailed planning, you decide to get yourself an advisor on emergencies. You appoint an emergency measures

organizer. Maybe you discover that you can get some federal or provincial funds to help you out on this. Now is the time when you can make your most horrible mistake.

Don't use your Emergency Measures Organization position as a turkey roost. Don't fill it with some turkey like "old George" just because it isn't generating problems every day. The man that you choose to do your planning for emergencies may be the most important official appointment in your life. Take your best man—one who has ideas and also a broad knowledge of urban problems. Don't use a dud—put a good man on the job. Choose someone with competence and ability —not someone who mentally retired ten years ago. Appoint someone you can respect.

Now that you've got your man you need a plan. And I hope that what I say next won't offend anyone in the emergency planning field. Too many people think too much of *plan* as a noun and not enough of *planning* as a verb. A plan is a living dynamic continuity of thought and preparation. I am afraid that there have been some communities in Canada where it has been said. "Oh boy! We've got an emergency plan and that is that!" It was a big job but now they slap it into the bottom drawer of a filing cabinet and there it stays—forgotten. Keep your plans living. Keep your plans practical. Keep your plans up to date and supported by a real capability of doing. And above all, keep your plans flexible and versatile. Don't just plan for the great emergency—plan for the lesser ones too.

Don't be a "go, no go" type of decision maker. There's a reprint of a paper from the Queen's Quarterly in your folders on freezing in crisis (*Digest, Vol 10, No. 4, August-September 1970*). This paper points out the unfortunate tendency in decision makers to consider only the two extremes of probability. Either it will happen or it won't happen. They want to know the answer to this in advance. And if they decide it's a "won't happen" case they do absolutely nothing. Look at it statistically and be able to respond to the degree of threat. If the river is rising you don't know that there will necessarily be a flood for certain but there are lots of things that you should be doing. Don't wait for disaster to hit before your municipal response starts. When it looks like rain the wise man gets out his umbrella or shuts the windows. It is the low levels of response to threat that really pay off and usually aren't all that expensive. I guess it's the old story of "A stitch in time saves nine".

May I present another idea. You'd be surprised how many officials haven't the foggiest notion of what special capabilities there are in their region. I wonder if the mayor of Sudbury knew of the nearby Canadian Forces capabilities when the wind hit that city. If you suddenly have to get a tom cat out of a 480 foot pine tree where's the nearest ladder of that length. Maybe that is a poor example but what I am leading up to is this. In your office have some sort of a chart or list of special equipments or capabilities that exist and which might be needed under any conceivable disaster circumstances. There are three things which you must know. Does the equipment exist? Where is it? And how do I get it? The last question may need a bit of explanation. One of the worst problems in rapid response decision making is uncertainty as to authority. If it's an army bulldozer do you pick up the phone and call the Prime Minister, the Minister of National Defence, the Chief of the Defence Staff or the local Commanding Officer. Have the right phone numbers and exercise them occasionally. There are quite a few special things and people that are handy in emergencies. And it isn't all that hard to figure out most of them in advance. It may be human blood. It may be three helicopters. Or it may be a 15-inch drill to recover some kid from a well. Don't have the embarrassment and the delay of having everybody running in circles finding out what is available, who has it and how you can get it.

One of my last points deals with Emergency Operations Centers. Here we have some differences of opinion and I am going to give you mine. It is not necessarily that of my department and certainly does not seem to be shared by some of the civil defence officials in the U.S.A. I don't think your Emergency Operations Center should be dormant. It shouldn't be a hole in the ground way out on the town line in the basement of one of the schools. Sure you may need an "ace in the hole" last resort operations center but your main requirement is for something that is alive and frequently functioning. Remember the doctors advice—"If you don't use it you're sure to lose it".

When I attended the simulation exercise of an emergency operations center which I mentioned earlier I found that there were many things which I could praise. Here, for once, was a group actually meeting together and trying to develop and learn how to respond to disaster more effectively. There were however a few points of criticism.

First of all, they were talking about putting an emergency operations center in the basement of one of the schools. Later I talked to the Chief of Police and asked him how he would like to operate out of that basement in the normal run of emergencies. His answer was not to be silly. He could not leave his normal decision making environment and move into a new and strange location away from his usual supporting team except in the one and only circumstance of a nuclear war. This same argument applies to all the other supporting forces in that center. The dormant "one event" center has little if any utility in lesser emergencies. And I'm not too happy about having "last resort" centers dormant either. I think that there is a general principle that anything that is normally dormant remains dormant in an emergency.

But you need a decision aiding center, in today's demanding quick response world. It doesn't need to be a center in the full sense of the word because of current technological capability. There has to be a centralization of information and authority. It may be as simple as a telephone on the mayor's desk or it may be some-

thing like a modern metro police headquarters emergency ops center. The information may be figures on a blackboard or data spewing from a computer. The thing is that it has to be organized. It has to be functionally efficient enough to do a reasonable job. It has to be planned. It may vary from city to city. I'm not sure that there is any system that fits all requirements. Maybe the emergency operations are run from the mayors office with all supporting decision makers present. Maybe they stay in their usual environments and have good intercommunication and information transferring arrangements.

I think that today there is still too much pussyfooting about the duality of civil defence. Sure there's duality and response should be planned for the whole range of calamity from flood to nuclear war. But it's civil action we're talking about. It's the military who have to help —and I emphasize that word "help"—the municipal authorities run their survival show and not the other way around. That is why I was particularly critical of the introduction of military jargon into a municipal decision making environment. I think it would be much more appropriate for the military authorities to use the municipal language. Let's not have sitreps and OPIs.

Let us admit that there is a real requirement for civil defence. And let us admit that as with many other unpleasant possibilities it is not too popular with the general public. A further fact now seems to be generally accepted—survival is survival and much of the planning and preparation is common to many types of disaster. We need to have an Emergency Planning Organization for civil defence but emergency planning is also needed for lesser disasters. Therefore, if disaster usefulness is to be the sugar coating on the civil defence pill why not arrange that it always produces the main taste. In other words—Sure it's important that we have a civil defence capability for nuclear war but if there's a way of combining it with something that's a whole lot more immediate and a whole lot more acceptable let's stress that side of the picture. Let's change the image. If you could visit the Province of Quebec right now and see people from Civil Protection working side by side with the Montreal police and calling upon the capabilities of the Defence Research Board I think you would say that the image has already changed. This is no longer a hole in the ground activity with the grey dust settling all around. It's topical. It's today. It's now.

The last thing I wish to say is in connection with help and assistance. If you are interested in or concerned with emergency planning or related problems do not hesitate to ask for assistance. Canada EMO has a Scientific and Technical Information Center which is a branch of the Defence Research Board Scientific Information Service. You may write through usual channels or directly as you wish. And don't forget that you have excellent sources of information and help within your communities. Canadian universities today are interested in emergency management, social organization and the many aspects of disaster. Put them to work on your behalf.

To sum up—let me engrave these points on your memories:

- You can not escape the responsibility of leadership.
- Understand and make sure of the legal basis of your authority.
- Assign emergency planning responsibility to one of your best men.
- Make sure that planning is sensible and understandable.
- Use the help that is available.

That is all I have to say. Thank you for listening.▲

# AUSTRIA'S CIVIL DEFENSE
## Part II

*Part I of this article by Director Josef Hans, President of the Lower Austria Regional Association of that country's C.D. Association was published in the February-March 1971 edition of the Digest.*

### Shelter Requirement for New Construction Projects

If it still required proof that Austria's Civil Defense is catching up, as we claim in our heading, such proof would be found in the measures taken in the area of shelter construction. Since the credibility of Civil Defense will live and die with a solution for the shelter problem, the Conference of Land ministers some months ago decided to take a first step after a difficult struggle. They decided unanimously to give the shelter construction requirement a statutory basis through amendments to the building code. The Land Governments of Vorarlberg, Steiermark, and Lower Austria have already followed this suggestion and have submitted appropriate regulations to the Land Parliaments for discussion and their decision. Legislative measures are being prepared in some additional Land Governments.

Moreover, the Federal Government is setting a good example. Since more than two years ago, a directive by the Austrian Federal Government provides that all new public buildings must be provided with shelter facilities on the scope of basic protection. Most of the Land Governments followed the suggestion by the Federal Government to follow this procedure. Also, many municipal governments seized this initiative so that many shelters are found already in newly built administrative buildings, military barracks, hospitals, and schools. Of course, as we stated already, all of this represents only a first step. For, through the approach of a shelter requirement for new construction it would take decades before all Austrians can be protected against weapon effects, especially against radioactive fallout, in facilities that are safe against collapsing house debris and radiation. In this connection we must keep in mind that a larger number of protective tunnel structures still exist in Austria, some of them with very large capacities, that could be given "basic protection characteristics" at moderate cost.

However, the advantage that Austria enjoys over most European countries is the protective factor that is guaranteed in the existing old houses as a result of the building codes valid before 1929. An analysis performed years ago showed that in more than 46% of all older housing—houses in which about 75% of all Austrians live today—the outer walls as a result of these old building codes have a minimum strength of 60 cm, as a rule even 75 cm to 90 cm and more. And 60 cm brick wall already corresponds to ten half-thickness layers in attenuating the radiation that results from radioactive fallout, a protective factor of 1,000.

Where, in addition, the undersides of basement ceilings are located below grade, hardly any difficulties will result when these shelter facilities are adapted. The cost is not very high, either. The experts have computed that the necessary funding for the improvement of a shelter facility to render it safe against house debris, fragmentation, and radiation, assuming that the facility is located in an old house and holds between 20 and 50 persons, would range from 800 to 1,800 Austrian Schillings per person. This is an amount just adequate for "third-class burial"! Moreover, basement spaces in many houses already afford quite excellent "protective zones". The program initiated by the Austrian Civil Defense Association to register and mark protective zones" is supported strongly by the public authorities and finds the approval of the public.

But even the planning and construction of basic protection facilities in new buildings will increase the cost by not more than two to four percent.

However, the Austrian situation is very poor with respect to financing these projects. The Federal Government grants almost no subsidies to private individuals for this purpose, the grants given by Land Governments are very modest, and only a few municipal governments will pay a small grant. On the other hand, a silver lining is represented by the regulations for the public promotion of housing, where the construction of basic shelter facilities is included in the construction cost that is subject to government subsidies.

In other respects, there is excellent documentation and aids for both, the expert and the layman: for architects and builders we have the "Technical Guidelines for Basic Protection in Existing Buildings and New Construction" [Technische Richtlinien für den Grundschutz in bestehenden Gebäuden und in Neubauten], published by the Federal Ministry of Construction and Technology and disseminated by the Austrian Civil Defense Association as a reprint of its I-service; for the layman we have the brochure published by the Austrian Civil Defense Association, entitled "Basic Protection—Safety in your own House" [Grundschutz —Sicherheit in deinem Haus]. Many courses and seminars conducted at the Civil Defense School of the Federal Ministry of the Interior in addition to special meetings held by the Austrian Civil Defense Association for construction specialists, contribute

greatly toward the elimination of doubts on the nature of basic protection today.

## Self-Protection — Primary Objective of the Austrian Civil Defense Association

Important as all of the governmental measures may be that were briefly touched upon in this article, the core of the Civil Defense effort is and will remain to be the "self-protection of the population." This is the primary objective of the Austrian Civil Defense Association. In the introduction to its basic concept which was mentioned before, the Association argues as follows:

"This protection shall become effective through the readiness of every individual to take action instantaneously on the spot. For this purpose the entire population must be called upon, registered, and made capable on the basis of self-protection through information, systematic training, and practicing, and the proficiency so acquired must be maintained on a continuous basis.

Every citizen has an inalienable right to this protection and to the assistance of the community; however, he has also the duty of contributing toward the accomplishment of these missions in the public interest."

The self-protection concept of the Federal Ministry of the Interior contains the following analysis of self-protection:

"Self-protection is defined as the total of all measures that a man can and should take in emergency situations for his own protection and for that of his immediate environment.

A self-protection system must have a self-preservation effect or, in other words, it must function with a minimum of control at the moment of danger. The system's motor is the spontaneous action and reaction of the individual."

At another point of the ministerial concept, it is stated expressly:

"In building a self-protection system, the authorities should best avail themselves of the services of the Austrian Civil Defense Association and of its regional associations to win over the population for the idea of self-protection."

A special chapter is devoted to the objectives for the first build-up phase of Austrian self-protection. Accordingly, the first objectives are to be:

1. To win over the public for the idea of Civil Defense in general and for self-protection in particular through systematic propaganda and information policy: knowing the warning and alarm signals, proper behavior in emergency situations.

2. Creation of the materiel prerequisites: basic protection shelters equipped for a stay of several days, household stock-piling, household medical supplies, simple firefighting and other assistance equipment, expedient cooking facility, emergency lighting, transistor radio set.

3. Be able to assist others: knowledge of first aid and home sickbed duties for self-protection, handling simple firefighting and other assistance equipment.

It is planned, as we mentioned before, that the training and refresher training of key self-protection personnel will be carried out by the Austrian Civil Defense Association in cooperation with the Red Cross and the fire departments. As long as the principle of voluntary action applies it will be one of the most important functions of the Austrian Civil Defense Association to win the necessary helpers to participate in the self-protection program through information and propaganda.

However, the Austrian Civil Defense Association continues to demand the introduction of a mandatory service and requisitioning provision for Civil Defense. The Association's basic concept states:

"In order to raise Civil Defense in Austria to a level that has been achieved already by our neighboring countries, especially by all neutrals in Europe, as a result of systematic building efforts and in most cases also of appropriate Civil Defense legislation, it appears urgently necessary to place at least a limited Civil Defense service obligation on the statutes, especially to require the public to attend training programs and exercises and to draft personnel in emergencies."

And at another point it reads:

"A statutory basis for the requirement to purchase the necessary facilities and equipment, especially for the self-protection by the population', the 'expanded self-protection' and the 'self-protection in business enterprises' is necessary since otherwise these acquisitions would not be effected."

In any event, there are no doubts as to the objectives of the Austrian Civil Defense Association: information and training for the public and buildings a self-protection system are missions laid down in the bylaws that are acknowledged by the public authorities. However, it is not one of its functions to set up operational units for regional employment.

And what has the Association achieved to date?

Since the establishment of the Association in 1961, regional headquarters have been established in 102 out of 119 administrative districts, that is 86%, and with their aid the local and city headquarters have been formed in 1416 out of about 3,000 Austrian municipalities, that is 47%, and activated for the realization of our objectives. As far as the Association's facilities are concerned, we have only two stationary schools, in Linz and in Salzburg, but instead eight mobile Civil Defense schools, one each in Burgenland, Kärnten, Upper Austria, and Tyrol, and four more in Lower Austria. The Federal Association and the Regional Association for Lower Austria have each one motorized travelling Civil Defense exhibit under the motto "we can protect ourselves", or "Civil Defense is a concern for everyone"; in addition, more Civil Defense exhibits are available in the Regional Associations for Lower

Austria, Upper Austria, and Tyrol, so that a total of six Civil Defense exhibits in the nation make propaganda for the self-protection by the public. The total number of visitors during more than 100 missions was 470,000 persons.

Almost 100 Civil Defense Weeks with a large program with approximately 360,000 visitors have been held since 1961. At about 6,000 individual meetings of all types such as information lectures, film showings, and talks in schools and military barracks, almost 180,000 men, women, and youngsters were counted. More than 20,000 associates passed the basic course of the Association, and 1,200 of these received an additional thorough training for the completion of their mission in the service of Civil Defense at the Civil Defense School of the Federal Ministry of the Interior.

## Who will render Assistance?

Again and again, the officers of the Association are asked during their promoting and information activities: "Who will render assistance when the self-protection personnel can no longer master the catastrophe?" Anyone who is familiar with the manning level and capabilities of the operational assistance services in Austria will not find it difficult to respond to this question! The volunteer organizations such as fire departments, Red Cross, Worker's Assistance Union, Mountain Rescue Service, and others, have excellent resources in terms of personnel and material for peacetime and wartime employment; moreover, they are supported to the maximum degree by units of the Austrian Federal Army and the Executive in all areas of damage control.

Who can still doubt that in an emergency situation of any type, regional assistance can be expected with certainty, if the effectiveness of the Civil Defense auxiliaries is proved to him in solid figures?

The Austrian fire departments dispose of the following resources:

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|---|---|
| Volunteer fire departments | 4,724 |
| Company fire departments | 380 |
| Professional fire departments | 6 |
| Active members | 174,500 |
| Portable power pumps | 8,500 |
| Pressure hose (types B and C) in km | 3,260 |
| Firefighting vehicles of all types | 3,190 |
| Special-purpose firefighting vehicles, such as slewing ladders, crane vehicles, oil fire vehicles, hose vehicles, equipment vehicles, catastrophe relief vehicles, water processing vehicles, and others | 459 |
| Other motor vehicles and trailers of all types | 2,600 |
| Heavy-Duty respiration equipment | 3,224 |
| Breathing masks | 11,000 |
| Diving suits | 119 |
| Barges and boats, some for rowing and some with outboard motor | 220 |
| Assault boats and motor boats | 16 |
| Radio sets of all types | 1,500 |
| Firefighting water resources, such as dams, natural ponds, wells, aluminum containers | 13,000 |
| Fire hydrants | 25,000 |
| Types F anb B operational units (up to 7 F- and B- platoons) | 71 |

The Austrian Red Cross, too, can proudly show its Resources:

| | |
|---|---|
| Regional headquarters | 132 |
| Local headquarters | 2,604 |
| Accident aid stations | 2,563 |
| Accident reporting stations | 4,236 |
| Headquarters with ambulances | 260 |
| Ambulances for rescue service | 722 |
| Emergency hospitals (100 beds each) | 9 |
| Mobile first aid stations | 72 |
| Mobile field kitchens and cooking ranges | 10 |
| Water filtering equipment and tanks | 8 |
| Registered nurses | 615 |
| Assistant nurses and helpers | 4,777 |
| Male nursing personnel | 12,004 |
| Supporting members | 214,100 |

The Austrian Red Cross is supported by the Worker's Assistance Union [Arbeiter-Samariter-Bund] which is in its build-up phase and at the present time is active only in Vienna and in Lower Austria. It has about 1,800 trained helpers with 40 operational vehicles, some of them equipped with special-purpose trailers. Two each motorized emergency kitchens, water purification systems, and emergency power plants in addition to materials for first aid to 30,000 injured victims are available for assistance in the event of catastrophe or after weapon effects.

In addition to the large operational organization of the Austrian Air Rescue Service [Osterreichische Flugrettung], the Austrian Mountain Rescue Service [Osterreichische Bergreggtung], the Austrian Rescue Dog Brigade [Osterreichische Rettungshundebrigade], and the Austrian Water Rescue Service [Osterreichische Wasserrettung] will make their personnel, facilities, and equipment available for service in Civil Defense.

Altogether, this is an enormous resource of helpers, most of which are volunteers, to be sure, but with excellent training and equipment. They will be ready at any time, regardless of whether it is peacetime missions or the removal and alleviation of damage in war.

## Civil Defense is a Concern for Everyone

The motto for the activities of the Austrian Civil Defense Association in 1969/70 is: "Civil Defense is a Concern for Everyone!" Again and again, and on any occasion, we expose the Austrian public to this slogan. It is generally acknowledged that it is valid. For, whatever a man may feel about the essence of life, on purpose and meaning of this life, on his own creation

and passing away, whether he feels religiously bound and responsible to a higher order for whatever he does or neglects to do, or whether he has a more materialistic approach and does not wish to acknowledge the transcendent—one thing applies for all of us: each of us has a duty to do everything in order to protect his life, his health, and everything that is needed for his survival on Earth.

A believer knows that all the elements that make up his life are gifts from the hand of the creator, and that love of his brother should be the driving force in his thinking and actions. On the other hand, he who recognizes only matter, that which he can see or touch, must be aware that he has an obligation to the community because of the great investment that it made in him. Without the community—the family, the governmental order, a well-founded school system, and the facilities of social life, without them the individual cannot exist, he must perish.

Therefore, all of us, whatever the philosophy to which we adhere, have a duty to protect by all means available our life, our health, and the spiritual, cultural, and material values that represent our life, against any danger that might threaten us.

Although we are a long way from general acceptance of this idea, it cannot be denied that a change of heart is taking place on a broad front.

Only a little less than four years ago, a representative survey by the Institute of Empirical Social Research [Institut für empirische Sozialforschung] showed that 43% of the surveyed Austrians had never heard the word "Civil Defense". Moreover, the test results showed that opinions were still highly divided on the necessity of implementing measures of all types in the interest of Civil Defense.

In the meantime, however, the combined efforts of government authorities, the Civil Defense Association, and other organizations have borne fruits. A popular survey made by the Association itself has shown that more than 80% of the Austrian public have a fairly clear idea on Civil Defense.

The following survey results were obtained within the scope of meetings organized by the Austrian Civil Defense Association, primarily during exhibits on a large scale in Graz (Steiermark), St. Pölten (Lower Austria), and Salzburg (city):

| *Questions* | *Answers* |
|---|---|
| 1. Do you feel that Civil Defense in Austria is necessary? | 94.6% yes |
| 2. Do you feel that shelter construction is necessary? | 89.4% yes |
| 3. Have you already established your own food stockpile? | 19.8% yes |
| 4. If you have not prepared your own food stockpile, are you willing to do this now? | 80% yes |
| 5. Do you feel that Civil Defense measures by the government are necessary? | 94.1% yes |

An important aid in our efforts to obtain a "yes" from the broad masses for Civil Defense is a comparison of all the necessary measures of a precautionary nature with an insurance policy. Last year, more than 14 Billion Schillings was expended in Austria for insurance premiums, that is 2,000 Austrian Schillings per citizen! Compared to these amounts little is being expended for Civil National Defense!

By nature, Civil Defense is nothing but insurance, protection and help in emergency situations of all types. However, a premium must be paid for that protection!

Love for our homeland and freedom must not diminish because their preservation and defense requires sacrifices. Freedom and independence are the essence of life for Austria and its people!

In conclusion, there remains the hope that all this effort, all the sacrifices, and all the funds that are expended for Civil Defense will be used for peacetime missions only, and that our precautions for an emergency may prove to have been superfluous.▲

# WINNIPEG E.M.O. ASSISTS HOSPITAL

After almost sixty years of continuous operation, the Victoria Hospital on River Avenue in the City of Winnipeg closed its doors. The new ten million dollar—254 bed Victoria General Hospital complex located in the suburb of Fort Garry commenced operation in mid-January 1971. The hospital, one of the most modern in the North American Continent, took over two years to construct.

Early in 1970 the Metropolitan Winnipeg Emergency Measures Organization was contacted by the Hospital Administration to coordinate the move of patients from the old hospital.

Plastic canopy for loading and unloading of patients in comfort despite −8°F outside.

In the pre-planning for the move it was estimated that there would be from 50 - 70 patients requiring transportation to the new hospital.

From the meetings that followed, a movement order was drafted involving many services: the Emergency Health Service provided litters and blankets, St. John Ambulance Brigade provided stretcher bearers, Metro Corporation modified transit buses, City of Winnipeg and Rural Municipality of Fort Garry provided police motorcycle escort and point control. Metro Winnipeg Emergency Measures Organization provided communications and control. In total this involved one hundred and twenty-four persons.

To minimize the effects of the cold winter weather on the patients, temporary plastic entrance canopies were constructed at each site.

The weather conditions on Saturday, January 16, 1971 were 8 degrees below zero, the wind: north, north east at 10 miles per hour, with a slight trace of snow. However, the "bus ambulances" maintained an inside temperature of approximately 75 degrees.

The transfer of patients began at 8:00 a.m., with each of the four "bus ambulances" used having the capacity of seven stretcher patients.

Twenty seven patients were transferred requiring each bus to make only one trip. Had there been more, as indicated in our pre-planning arrangements, the "bus ambulances" would have made additional trips. All patients were accompanied by personal attendants (student nurses) from the time they were removed from their beds in the old hospital, wrapped in blankets and placed on the Army type litters for transportation, until they were settled in their new hospital beds.

When each "bus ambulance" was loaded it proceeded independently, accompanied by a police motorcycle escort and a Metro Winnipeg EMO 2-way radio equipped vehicle. The EMO communications vehicle reported the progress of the "bus ambulance" en route to the control headquarters at each of the hospital sites.

This was a controlled move or evacuation of a hospital. However, if a peace time disaster occurred

Seven patients per bus ambulance were transported on army-type litters — securely strapped in and each with individual attendant.

involving a large number of casualties the first bus modified as a "bus ambulance" could leave the Transit Base in less than thirty minutes for the scene of the disaster.▲

## EDITORIAL

*Hamilton Spectator,*
*Hamilton, Ontario*

### The EMO under attack

City Council is playing its annual Dump The EMO refrain and appears ready to jettison the Emergency Measures Organization at the drop of a baton. Before sounding one more toot, council owes Hamilton taxpayers a no-nonsense look at the facts.

And, before stripping the city of its only emergency co-ordinating and training agency, councillors should get those facts and a plain-language opinion from people who know what they're talking about—Police Chief Lawrence, for example.

The only specific beef against the Hamilton-Wentworth EMO is that it costs money. Last year, Hamilton's $3,270 share was far less than the city spent on paper towels and toilet paper for public washrooms.

For its EMO dollars (about one cent per person in local taxes), the city developed, equipped, trained and maintained an auxiliary police force of 65 first class men. How much would it cost the city to provide replacements at full-time police pay?

At no extra cost, Hamilton remained part of the only communications system in instant touch with all city and county emergency services—police, firefighters, rescue teams, doctors, radio operators, ambulances, trucks, men and machinery on call to cope with any kind of disaster, according to pre-arranged plans.

What alternatives? The city could duplicate the EMO system on its own. That cost $42,000 last year, but because senior governments paid 90 per cent, Hamilton got the service at less than 10 per cent of its cost. Do council's EMO critics propose spending $10 for every $1 they're spending now and try to convince taxpayers it's a saving?

The other alternative, of course, is to be unprepared for emergency; to pretend that, in case of a hurricane, industrial explosion, major conflagration, or any other kind of disaster, that Hamilton and area emergency services will co-ordinate themselves by miracle; that someone will have time to start looking up hundreds of names and telephone numbers and get totally unprepared volunteers working smoothly as a life-saving team.

January 12, 1971

*If undelivered return to:*

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